

**RECORD VERSION**

**Statement By**

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**to the**

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### Introduction

**Mission:** First Army, as Forces Command's (FORSCOM) designated coordinating authority for implementation of the Army Total Force Policy (ATFP), partners with US Army Reserve (USAR) and Army National Guard (ARNG) leadership to advise, assist, and train Reserve Component (RC) formations to achieve Department of the Army directed readiness requirements during both pre and post mobilization through multi-component integrated collective training, enabling FORSCOM to provide Combatant Commanders trained and ready forces in support of worldwide requirements.

First Army also plays a vital role for the Army supporting readiness for RC units in areas other than training planning, execution, and exercise support. Three primary programs through which First Army supports RC readiness for ARNG units are: the Senior Army Advisor to the Army National Guard (SRAAG) program mandated under Title 32 USC, Section 315; the United States Property & Fiscal Office (USPFO) bi-annual inspections of 54 states, territories, and the District of Columbia as directed by the Secretary of the Army and tasked to FORSCOM; and through support of withdrawal of federal recognition boards. .

**SRAAG:** The SRAAG is a member of The Adjutant General's (TAG) staff and advises/assists the TAG, the State Joint Force Headquarters staff and ARNG unit commanders in preparing their units to enter the available force pools at the designated readiness levels, and assists with Title 32 and Title 10 related issues and training. The SRAAG coordinates the First Army supporting efforts throughout the state, monitors the management of federal resources within the state, and acts as the president/member of designated boards.

**USPFO Inspections:** The First Army Inspector General (IG) conducts bi-annual Title 32, National Guard, Section 105a inspections of the USPFO of 54 states, territories and District of Columbia as directed by the Secretary of the Army and tasked to FORSCOM.

**Withdrawal of Federal Recognition (WOFR) Boards:** First Army supports the National Guard by processing Withdrawal of Federal Recognition (WOFR) actions at the request of the TAG to determine whether ARNG officers should have their Federal recognition in the ARNG withdrawn based on substandard performance of duty, moral or professional dereliction, failure to meet medical standards for retention, or unsuitability otherwise for continued military service. The First Army Commander has regulatory responsibility for initiating WOFR actions, appointing WOFR boards composed of ARNG and Active Component officers, and taking action on WOFR board findings and recommendations. First Army processes over 100 WOFR actions per year in support of the National Guard.

First Army's multi-component, multi-functional, and distributed formation is one of two Army organizations designed, tasked, and organized to coordinate the integration of AC and RC collective training. First Army provides habitual, dedicated training support to RC formations to achieve directed readiness levels and reduce post mobilization training time.

**Structure:** First Army's Bold Shift end state creates modular, multi component sourced brigade organizations that increase First Army's capability to provide functional (platoon through brigade) training expertise to the RC. Bold Shift converts First Army's 16 legacy brigades into nine reorganized formations: six Combined Arms Training Brigades (CATB) and three Multi-Functional Training Brigades (MFTB).

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Each CATB has combined arms battalions, a brigade engineer battalion with engineer, signal, military intelligence and military police companies and a chemical platoon; and a brigade support battalion with medical, transportation, quartermaster and maintenance companies. Each MFTB has two brigade engineer battalions and three brigade support battalions. The brigade restructure increased the number of First Army's Active Component (AC) training support battalions from 42 to 49, including one aviation training support battalion, two air defense training battalions and one medical training task force.

As a result of the restructure, CATBs and MFTBs provide a 47 percent increase in First Army's functional and multifunctional training capability and an overall 32 percent increase in First Army's training support capability and capacity.

**Multi-Component Sourced Organization.** First Army is a multi-component command comprised of AC, Active Guard Reserve (AGR), and USAR Troop Program Unit (TPU) Soldiers, and Department of the Army Civilian (DAC)/Military Technician personnel. As of August 1, 2015, First Army's total strength is 10,764 assigned/OPCON personnel manned at 79 percent strength. At Bold Shift end state, First Army's total assigned/OPCON authorized strength is 8,024; this reflects the return of 3,105 authorizations to US Army Reserve Command (USARC) and the directed reduction of 139 DAC personnel.

**Active Component (AC):** First Army is authorized 3,299 active duty personnel (Title XI), currently manned at 93 percent, to provide a seasoned and dedicated cadre of AC trainers focused on supporting nearly 600K RC forces. Human Resources Command (HRC), in support of DA EXORD 016-15 and in anticipation of the approved FY17 Bold Shift Table of Distribution and Allowances (TDA), uploaded the new Unit Authorization Document into the manning systems and is manning against the objective end state TDA in 3rd quarter FY15. This initiative has placed HRC and First Army well ahead of anticipated manning and is expected to move First Army toward a 70% level against the new TDA by 4th quarter FY16. Under Bold Shift, over 90 percent of First Army's Title XI manpower is in the training units; mission command is provided by very small brigade and higher headquarters.

**AGR (ARNG) and AGR (USAR):** First Army is authorized 618 total AGR personnel. Manned at 64 percent (AGR ARNG 33 percent of authorized; AGR USAR 80 percent of authorized), RC AGR Soldiers provide First Army critical component specific experience and knowledge to facilitate effective multi-component training support. These assignments also provide RC Soldiers important leader, trainer, developmental, and broadening assignments. Soldiers serve throughout First Army; at the First Army Headquarters, Division Headquarters, Brigades and Battalion level. Authorized positions range from Major General to Sergeants.

**DAC/MIL Tech:** Authorized 511 personnel (manned 83 percent), these civilian professionals provide critical continuity across our staffs and multi-component technical expertise inside our formations.

**USAR OPCON Troop Program Units (TPU):** At Bold Shift end state 4,404 Soldiers of First Army's total available strength is provided by an OPCON Army Reserve Support Command (ARSC), organized in 46 USAR Training Support (TSBn) and Logistics Support Battalions (LSBn). During Inactive Duty for Training (IDT) and Annual Training (AT), TPU Soldiers receive training to qualify them as Observer Coach / Trainers (OC/T) and sustain their proficiency as subject matter experts (SME). USAR TSBns and LSBns directly support First Army's Training Support Brigades at Mobilization Force Generation Installations (MFGI) and provide the capability to rapidly increase training support and mobilization/demobilization capabilities when needed.

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**Core Competencies:** First Army provides training support in the form of highly trained, professional Soldiers with operational, deployment and technical experience who possess the necessary skills to effectively partner with and coach RC formations. First Army OC/Ts deliver training support at the point of need and assist in creating conditions that realistically portray the operational environment and enable RC training strategies. First Army training support is focused on habitual partnerships, exercise design, planning and support to collective training opportunities throughout the Army Force Generation (ARFORGEN) /Sustainable Readiness Model (SRM) cycle. First Army enables RC collective readiness during pre mobilization in order to reduce post mobilization time.

### **First Army Responsibilities as FORSCOM's Coordinating Authority for Army Total Force Policy (ATFP) Implementation**

**First Army' Role in ATFP:** As FORSCOM's coordinating authority for ATFP implementation and executive agent for mobilization operations in CONUS, First Army enables the pre and post-mobilization training readiness of RC units.

**Coordinate Multi-Component Collective Training:** Three times annually, First Army conducts a Training Support Synchronization Work Group (TSSWG) to synchronize collective RC training exercises and training support requirements out five years, ensuring major exercises and Combat Training Center (CTC) rotations are fully integrated with AC and RC units in the appropriate ARFORGEN/SRM year. The goal of the TSSWG is to ensure RC units are scheduled for training in the appropriate years, with enough notice so they can prepare for their Culminating Training Event (CTE), and enable RC units to achieve the highest levels of readiness when they enter the available year.

**Support Multi-Component Collective Training:** During major RC collective training exercises conducted during Train/Ready (T/R) years 2 and 3, First Army provides an Operations Group (OPS GRP) capability for each exercise comprised of certified OC/Ts. Based on the type of exercise being conducted, the OPS GRP may include exercise design assistance, an exercise director (EXDIR) and higher headquarters control (HICON).

**Habitual Partnerships:** Throughout the ARFORGEN/SRM cycle, First Army brigades attend training briefings and exercise planning conferences to advise and assist RC partner unit commanders and leaders. First Army conducts annual Brigade Training Synchronization Visits (BTSV) focused on assisting each RC unit to develop and refine their five year Unit Training Plan (UTP) and identify critical training support requirements and enablers. During weekend unit training assemblies and annual training periods First Army brigades support their partner unit's collective training events (lanes, gunnery, etc.) in preparation for major collective training events during the unit's annual training period.

**Mission Command Mentorship Program (MCMP):** Leadership development requires a plan that focuses on three distinct elements: self-development, institutional-development, and operational development. MCMP is designed to improve the mission command expertise of battalion and brigade commanders by leveraging the experience of former battalion and brigade commanders. RC commanders have fewer opportunities to execute mission command within their career; this program is designed to maximize available opportunities with emphasis on the art of mission command. The MCMP creates a secondary support structure for current commanders that provides a framework for a collaborative and cooperative relationship with a former battalion/brigade commander of a like unit to draw on their experience, knowledge, and expertise and receive coaching and honest feedback. Mentors establish and maintain contact with the current commander approximately six months prior to a collective training exercise to include a visit to the commander's home station to establish contact, review training

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objectives, and build trust. Finally, the mentor attends the unit training exercise observing the commander in his execution of mission command and provides candid one on one feedback, e.g.; “a walk in the desert”. Feedback is provided only to the commander.

### **Requirements for Pre and Post-Mobilization Training for RC Formations Obstacles and Challenges to Building RC Readiness Recommendations to Improve RC Readiness and the Army's Ability to Project Power**

**Enabling RC Readiness and Mobilization.** One of the intended outcomes of ATPF is to streamline the mobilization process and reduce post-mobilization training time for RC units. In order to achieve reductions in post mobilization training time, readiness must be generated during pre mobilization. Recommendations to improve the Army’s ability to generate RC readiness in pre mobilization and provide trained and ready forces in predictable timeframes are listed below.

**RC Unit Manning:** RC units must have adequate, stabilized and available manning throughout the ARFORGEN/SRM cycle. The RC should plan to man units at a minimum of 80% authorized strength from T/R2 through the available year in order to achieve and sustain platoon and staff level proficiency and reduce post-mobilization training time. Much like in AC units, a suggested method to achieve these required manning levels is to task-organize like units designated to fill Global Force Management Allocation Plan (GFMAP) requirements. Ideally this should be done during T/R1 for units designated to fill GFMAP requirements so these task-organized units can attend T/R 2 and 3 year collective training as a unit.

**Readiness Progression:** A key element in enabling RC pre-mobilization readiness is scheduling the right units in the right training exercises in the right readiness year cycle. Training events represent a progression of collective training designed to build unit readiness and prepare units to participate in a CTE in T/R3.

**Training Days:** Resourcing the right number of training days during IDT and AT is critical to achieving pre mobilization readiness. Components should prioritize training days for units based on their readiness progression, critical collective training exercises, and projected unit sourcing to fill GFMAP requirements. Platform-centric formations should receive more than the statutory days to train due to the complexity and technical gate training required for collective (crew-unit) readiness.

**Predictable Post-Mobilization Training Time:** The CTE is the venue for assessing a unit’s overall readiness prior to entering the available year. First Army, in coordination with the RC unit commander, uses the CTE assessment to determine remaining pre-deployment training requirements and to develop a post-mobilization training plan including the projected number of days required in post-mobilization training to be validated for deployment. This data provides predictability on first to source units and quicker access to RC units in the available year.

**Sourcing:** RC units sourced against GFMAP combatant command requirements should be sourced, to the maximum extent possible, from the available year. As highlighted above, FORSCOM and the Components will have the results of the First Army T/R3 training assessment that details post-mobilization training requirements and projected post mobilization training time. Sourcing units from the available year utilizes the readiness that has been built through individual and collective training throughout the ARFORGEN/SRM cycle and ensures RC Soldiers and units have the opportunity to perform their missions in an operational environment while providing predictability for RC Soldiers, Families, units and employers.

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### **First Army Title XI Challenges Recommended Policy Changes**

**First Army Manning Level.** NDAA states “the Secretary shall assign not less than 3,500 active component personnel to serve as advisers under the program”. First Army’s TDA structure represents 3,299 of these 3,500 Title XI billets. Army manning guidance designates First Army as "Important Forces" with a fill rate of 70%-80%. First Army’s ability to establish robust partnerships and trusted relationships that enable AC-RC training support and candid feedback ISO RC pre-mobilization readiness is directly tied to our manning level.

Improving the manning rate of First Army’s ARNG AGR authorizations ensures First Army remains a multi-component sourced command representative of the Soldiers we train, and also improves the effectiveness of First Army’s ability to execute its mission.

**Aviation Capability:** Aviation units require extensive training to build and sustain individual and collective readiness. In 2013, the Focus Area Action Group (FARG), directed the deactivation of First Army’s 166 Aviation Brigade. Under Bold Shift, First Army used the 166 Aviation Brigade Title XI authorizations to increase exercise planning and functional capabilities in the CATBs and MFTBs and retained one Aviation Training Support Battalion. The projected enduring RC aviation mobilization requirements nearly consume 2-291<sup>st</sup> Aviation Battalion’s capacity, leaving limited capacity to support RC aviation unit pre mobilization readiness requirements. First Army will rely on the AC Aviation unit partners to provide the preponderance of AC-RC training support to mitigate aviation capacity shortfalls.

**Clarifying Uniform Reserve, Training, and Retirement Categories:** DODI 1215.06 implements policy and prescribes procedures that govern the use of RC duty status to perform training, mission and operational support. The language in the duty status descriptions that define the purpose of the duty status is geared toward MTOE units and not TDA generating force units. Subsequently, there are different interpretations over missions USAR TPU units and Soldiers OPCON to First Army can perform. A policy change that clearly authorizes the use of USAR generating force units and Soldiers to perform generating force missions ISO all RC units during IDT and AT periods would alleviate this issue.

### **Challenges Associated with Sustaining Mobilization Force Generation Installations (MFGI) Resources Required to Maintain MFGI Facilities Time and Resource Requirements to restart mobilization operations at an MFGI**

**MFGIs and Power Projection.** MFGIs will be employed as needed to generate trained and ready RC forces and to project those forces to support combatant commander requirements. Installations designated as Primary MFGIs (PMFGI) have the capacity to conduct mobilization, deployment, and training operations for RC and AC units, and support Joint units as required. Secondary MFGIs (SMFGI) are Active Army installations that (in addition to AC unit support) also support RC mobilization and RC pre-mobilization training. SMFGIs have the capability to mobilize RC units during periods of surge or exceptional levels of effort. Contingency MFGI (CMFGI) are Army installations that may be used as necessary to support post-mobilization training and deployment of RC units during exceptional levels of effort.

Of the current 25 MFGI's, all but Gowen Field, ID and Fort Hunter Liggett, CA have been used since 2001 to support mobilization and demobilization operations. Since 2011, the Army reduced the number

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of MFGIs supporting mobilization from 7 to 3 as the demand for RC forces to support contingency operations has decreased. Based on an assessment of factors affecting mobilization and training, First Army has discontinued mobilization/demobilization operations at Joint Base Lewis-McChord (JBLM), WA; Fort McCoy, WI; Camp Atterbury, IN; and Camp Shelby, MS. Each of these installations remain a PMFGI, capable of supporting mobilization when required as they continue to execute their enduring missions.

**Assessing MFGI Requirements:** During the most recent MFGI analysis in 2014, the Army Enterprise Partners (MEDCOM, IMCOM, ASC, FORSCOM), led by First Army and FORSCOM looked at current, future, and contingency mobilization requirements in determining if reduction from 3 to 2 MFGIs was possible without incurring significant risk. The Enterprise assessed that future and a moderate level of emerging requirements could be supported with 2 active MFGIs. The analysis also revealed that a large contingency requirement would quickly overwhelm the active MFGIs, and require an additional 6-7 MFGIs.

**Reactivation of an MFGI.** A deliberate expansion in mobilization capacity, using current SECDEF mobilization policies and contracting procedures would require between 180 and 220 days to complete. First Army brigades are stationed at 6 of the inactive MFGIs and have the capability to initiate mobilization training at these locations on short notice. However, the supporting mobilization commands require contracts to support their missions that would require additional time, as stated above.

With urgency and sufficient funding available, the time to re-activate a primary MFGI can be less than 30 days. In order to achieve this rapid capability surge, the mobilization enterprise would require a mobilization authority and the ability to immediately mobilize required RC generating forces in support of First Army, MEDCOM, ASC, and IMCOM. The ability to expeditiously execute contracts ISO mobilization requirements would also be required to support a mobilization capability surge.

In 2014, the mobilization enterprise estimated approximately \$41M would be necessary to operate JBMDL for a year. This estimate does not include the all the Reserve Pay and Allowances for RC mobilized generating force Soldiers.

**Sustaining MFGI Facilities:** Dedicated funding for mobilization operations in the form of a resourced MDEP for mobilization to ensure MFGI sustainment and mobilization exercises is critical to ensuring the mobilization architecture developed and honed over the past decade does not atrophy or dissipate. Without dedicated funding, the Army is reliant on a patchwork of initiatives and competing priorities to maintain and improve MFGI facilities and generating force capabilities.

**Mobilization Authority:** Finally, in order to rapidly expand mobilization and sustain pre-mobilization training support, First Army would require the ability to mobilize its OPCON USAR training and logistics support battalions. This additional training support capability would continue to support pre-mobilization readiness of RC units while First Army expanded mobilization operations.

### **Planning and Synchronizing Army Reserve and National Guard Units for Training Validation.**

**Partnership:** First Army partners with RC units throughout the ARFORGEN/SRM cycle to support the unit's pre mobilization readiness and provide an estimate of post mobilization training time when the unit completes its CTE in T/R3. When a unit is notified of sourcing (NOS), First Army provides planning assistance to refine the training plan based on the unit's mission requirements, combatant commander and

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FORSCOM Regionally Aligned Forces (RAF) training requirements. The resulting unit training plan sequences training in order to build skills and proficiency while preparing the unit for higher level collective training. This detailed planning ensures validation of the unit for deployment, and to ensure qualifications remain current for the duration of the mobilization and deployment period.

**Joint Assessment:** First Army's next touch point after the unit's NOS is the Joint Assessment (JA). Joint Assessments are conducted IAW HQDA EXORD 150-08 and are the primary forum to assess manning, confirm training requirements, resource equipment, coordinate with enablers, and confirm the unit training plan for the execution of pre-deployment training and unit mobilization. JAs ensure the proper and timely coordination of assets to man, equip, train, mobilize, validate, and deploy RC units in support of combatant commander requirements. The result of the unit's in progress review (IPR) at the JA provides the basis for Department of the Army Mobilization Processing System (DAMPS) package preparation and submission.

**Validation:** The FORSCOM commander is the authority responsible for validating the manning, equipping, and training readiness of forces for federal active duty employment. IAW DA EXORD 042-14, in cases where validation is required for RC forces who are not mobilized, First Army, if directed, conducts a formal validation assessment of the unit and provides a validation recommendation to the FORSCOM Commander. For mobilized RC forces, First Army follows FORSCOM procedures for evaluating and executing validation of RC forces based on manning, equipping and training readiness and combatant commander directed deployment criteria.

## Summary

As FORSCOM's executive Agent for AC to RC support, First Army is committed to providing RC pre and post mobilization training support. First Army's 3,299 Title XI Soldiers and OPCON USAR units and Soldiers support RC mobilization and ARFORGEN/SRM readiness requirements. At about the size of a Brigade Combat Team, First Army delivers efficient and effective training support to over half of the Army's Total Force.

First Army is a trained and professional multi-component sourced collective training integrator, organized with AC and RC certified skilled trainers at the point of need in support of the Army's Total Force Policy. Scalable and adaptive, First Army has a unique capacity to partner with RC leaders to meet collective training readiness requirements, shoulder to shoulder through planning, preparation and execution during both pre and post mobilization.

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